

Message Text

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E.O. 11652: GDS

TAGS: PORG, UN, AORG, FAO

SUBJECT: GENEVA GROUP CONSULTATION LEVEL XII: PREVENTING
POLITICIZATION OF SPECIALIZED AGENCIES

REF: A) STATE 017106

B) ROME 1299

SUMMARY: THIS TELEGRAM DEALS WITH PROBLEMS OF DEPOLITICIZATION
OF SPECIALIZED AGENCIES IN TERMS OF FOOD AND AGRICULTURE ORGAN-
IZATION, NOT OF ITALIAN GOVERNMENT VIEWS. U.S. REPRESENTATIVE
TO FAO AND HIS DEPUTY CONCUR IN DEPARTMENT'S SUGGESTED AREAS
FOR EFFORTS, AND OFFER SOME ILLUSTRATIONS AND ADDITIONAL
SUGGESTIONS. END SUMMARY.

1. WE ARE REPLYING TO REF A WITH TWO MESSAGES, BECAUSE
ITALIAN GOVERNMENT HAS TWO SETS OF OPERATIONS DEALING
WITH PROBLEM AND WE HANDLE IT ON THAT BASIS. REF B HAS
DEALT WITH PROBLEM OF POLITICIZATION OF SPECIALIZED AGENCIES
IN TERMS OF OVER-ALL ITALIAN GOVERNMENT POLICY. SUCH POLICY
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IS SET IN OFFICE OF INTERNATIONAL ORGANIZATIONS OF MINISTRY

OF FOREIGN AFFAIRS, WITH WHICH OUR POLITICAL SECTION MAINTAINS CONTACT. ON PURELY FAO AFFAIRS, ON OTHER HAND, U.S. REPRESENTATIVE TO FAO DEALS WITH AMBASSADOR OTTORINO BORIN OF FOREIGN MINISTRY WHO IS ITALIAN PERMANENT REPRESENTATIVE TO FAO, AND ITALIAN PARTICIPANT IN GENEVA GROUP IN ROME. POINTS RAISED IN REF A HAVE IN GENERAL BEEN RAISED WITH BORIN TOGETHER WITH OTHERS OF GENEVA GROUP HERE, BUT HE IS NOT OFFICIAL WHO WOULD ESTABLISH ITALIAN GOVERNMENT POLICY ON THEM. AL THOUGH CAPABLE DIPLOMAT, BORIN SERVES BASICALLY AS DEAN OF COUNTRY REPRESENTATIVES TO FAO AND LIAISON WITH FAO ON VISA AND OTHER PROBLEMS OF FAO'S PRESENCE IN ROME. HE ALSO FOLLOWS FAO'S ACTIVITIES CLOSELY, INTERESTS HIMSELF IN BUDGETARY PROBLEMS, AND CHAIRS FAO'S LEGAL COMMITTEE. HIS OFFICE IS SEPARATE FROM FOREIGN MINISTRY PROPER, HOWEVER, LOCATED CLOSE TO FAO, AND HE DOES NOT TAKE PART IN FORMULATION OF GENERAL ITALIAN POLICY ON UN ORGANIZATIONS. IN TECHNICAL MEETINGS IN ROME AND IN FAO MEETINGS ABROAD, ITALY IS REPRESENTED BY OFFICIALS OF MINISTRY OF AGRICULTURE, NOT BY BORIN'S OFFICE. IT IS FORTUNATE THAT PISANI (REF B) IS PARTICIPATING IN GENEVA GROUP CONSULTATION XII, BECAUSE IT IS HIS OFFICE THAT IS REALLY CHARGED WITH SUCH PROBLEMS AS POLITICIZATION OF UN SPECIALIZED AGENCIES.

2. QUESTION OF POLITICIZATION OF SPECIALIZED AGENCIES HAS OFTEN BEEN DISCUSSED IN ROME MEETINGS OF ITS GENEVA GROUP; ALTHOUGH NO GREAT PROGRESS HAS BEEN MADE ON WHEN AND WHAT WAYS BEST PURSUE PROBLEM OF POLITICIZATION. AT JANUARY 23 MEETING, U.S. REPRESENTATIVE TO FAO DISTRIBUTED TO HIS COLLEAGUES COPIES OF AMBASSADOR SCALI'S SPEECH OF DECEMBER 6 AND OF AMBASSADOR FERGUSON'S SPEECH OF DECEMBER 19. INDIAN REPRESENTATIVE TO FAO SEPARATELY HAD ASKED U.S. REPRESENTATIVE FOR COPIES OF THESE SPEECHES AND WAS GIVEN THEM. OTHER DEVELOPING COUNTRY REPRESENTATIVES HAVE INDICATED FAMILIARITY WITH THEM FROM PRESS REPORTING. COMMENT HAS BEEN FAVORABLE, INCLUDING COMMENT FROM SEVERAL REPRESENTATIVES OF DEVELOPING COUNTRIES. U.S. REPRESENTATIVE WILL RAISE POINTS IN REF A WITH GENEVA GROUP IN ROME WHEN HE CHAIRS NEXT MEETING IN MID-FEBRUARY.

3. U.S. REPRESENTATIVE TO FAO AND HIS DEPUTY FULLY CONCUR IN DEPARTMENT'S RECOMMENDATIONS ON AREAS FOR CONCENTRATED EFFORTS (PARA 3, REF A), AND OFFER FOLLOWING COMMENTS AND EXAMPLES:
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A) WE BELIEVE FAO IS GOOD ILLUSTRATION OF VALUE OF CONCENTRATING ON SUBSTANTIVE WORK RATHER THAN POLITICS WHICH COULD BE CITED BY U.S. IN DISCUSSIONS ELSEWHERE. FAO IS MORE TECHNICAL AGENCY THAN MOST UN AGENCIES, AND REPRESENTATION OF COUNTRY REPRESENTATIVES AND OF DELEGATIONS HAS COME MAINLY FROM AGRICULTURE MINISTRIES RATHER THAN FOREIGN MINISTRIES. WE HAVE GENERALLY HAD LESS TROUBLE WITH POLITICAL DEBATE HERE THAN HAVE HAD OTHER UN AGENCIES. AS WASHINGTON MEMBERS OF

DELEGATION CAN TESTIFY, COUNTRIES INVOLVED IN WORLD FOOD CONFERENCE HERE WERE MORE INTERESTED IN TRYING TO WORK TOGETHER TO MEET CRITICAL FOOD PROBLEMS THAN WITH POLITICAL DEBATE.

B) WE BELIEVE OUR RELATIONSHIP WITH FAO SECRETARIAT IS PARTICULARLY CLOSE AND COOPERATIVE, BECAUSE OF HEAVY DEPENDENCE OF FAO AND OTHER INTERNATIONAL AGRICULTURAL PROGRAMS UPON U.S. POLICIES. BECAUSE OF THIS RELATIONSHIP AND DEPENDENCE, WE BELIEVE U.S. VIEWS ARE LISTENED TO CAREFULLY AND RESPECTFULLY, WITHOUT MUCH POLITICAL DISTORTION.

C) ALTHOUGH IMPROVEMENT IN CHARTERS, PROCEDURES, AND PRACTICES MIGHT BE BENEFICIAL, WE DOUBT WHETHER IT IS POSSIBLE BY THIS MEANS GREATLY TO DIMINISH POSSIBILITIES OF POLITICAL DEBATE. TO QUESTION CURRENT STATUS AND ROLE OF FAO COULD, INDEED, BE COUNTERPRODUCTIVE BY PROVIDING OPPORTUNITY FOR MORE MILITANT LDCS TO MAKE FAO MORE RATHER THAN LESS POLITICAL. WE WOULD PLACE GREATER EMPHASIS ON OTHER AREAS OF EFFORT, TO DISCOURAGE INTEREST IN SUCH DEBATE. ON OTHER HAND, SKILLFUL USE OF PARLIAMENTARY PROCEDURES CAN BE OF GREAT BENEFIT, AS IN REFERRAL OF CREDENTIALS ISSUES TO COMMITTEE IN WORLD FOOD CONFERENCE AND LONG DISCUSSION IN THAT COMMITTEE.

D) WE STRONGLY AGREE ADVANCE CONSULTATIONS ARE OF PARTICULAR VALUE BEFORE MEETINGS OF SPECIALIZED AGENCIES. SUCH CONSULTATIONS MIGHT BE BROADENED TO GOOD EFFECT TO INCLUDE ALL GROUP B OR WEO COUNTRIES RATHER THAN MERELY GENEVA GROUP. THIS BROADER CONSULTATION WAS INSTITUTED IN ROME FOR WORLD FOOD CONFERENCE, AND WE BELIEVE IT DID HAVE BENEFIT OF STRENGTHENING SUPPORT FOR U.S. POSITION.

4. DEFERRAL OF POLITICAL ISSUES TO UNGA IS DESIRABLE AND SOUND, IN OUR VIEW, BUT IS SOMETIMES DIFFICULT TO DO, PAR-
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TICULARLY WHEN MEETING IS OSTENSIBLY TRYING TO IMPLEMENT SOME UNGA OR ECOSOC RESOLUTIONS WITH WHICH WE DISAGREED. PERHAPS BEST TACTIC AT SPECIALIZED AGENCY LEVEL WOULD BE FOR US NOT TO RESPOND IN SUBSTANTIVE DEBATE, BUT MERELY TO NOTE WE HAD OPPOSED RESOLUTION IN QUESTION AND ASK THAT OUR OPPOSITION BE NOTED IN RECORD OF SPECIALIZED AGENCY. THIS WOULD ALSO BE CONSISTENT WITH OFTEN-STATED PLEA AT FAO MEETINGS THAT DELEGATES TO FAO MEETINGS TAKE SAME LINE AS AT MEETINGS OF UN AND OTHER UN-RELATED AGENCIES.

5. ONE SUGGESTION WE WOULD ADD IS TO PRESS FRIENDLY COUNTRIES TO WRITE STRONG POSITION PAPERS ON CRITICAL ISSUES FOR THEIR DELEGATIONS. ALTHOUGH WE PROBABLY HAVE BEEN MORE FORTUNATE ON THESE ISSUES IN FAO THAN IN OTHER FORUMS, WE HAVE NOTED THAT OTHER GENEVA GROUP AND GROUP B COUNTRIES LAG BEHIND IN

THESE DEBATES, PERHAPS THINKING THEY CAN GET ON EASIER WITH
DEVELOPING COUNTRIES THAN CAN UNITED STATES, OR PERHAPS SIMPLY
LETTING UNITED STATES BEAR BRUNT OF CONFRONTATION. IN ADDITION,
HOWEVER, MOST DELEGATIONS FROM FRIENDLY COUNTRIES HERE ARE
FROM AGRICULTURE MINISTRIES AND MANY DELEGATES ARE NOT PRE-
PARED TO HANDLE POLITICAL ISSUES. POSITION PAPERS MIGHT HELP.

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NOTE BY OC/T: REFERENCE A NOT IDENTIFIED.

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